



CITY OF LODI

COUNCIL COMMUNICATION

AGENDA TITLE: Approve Alternative Catalyst Project for Central City Revitalization Program and Approve Selection of Bond Counsel and Engineering Team to Begin Formation of the Assessment District

MEETING DATE: April 12, 1995

PREPARED BY: City Manager

RECOMMENDED ACTION: That the City Council approve the alternative Catalyst Project as presented by Michael Freedman to include the Entrance Gateway, enhanced School Street improvements, and kiosks for Downtown (Exhibit A) and consider lighting and other improvements on Pine and Oak streets; and, that the City Council authorize staff to pursue hiring bond counsel and an engineering team to begin forming the Assessment District.

BACKGROUND INFORMATION: The City Council in December 1994, adopted the Concept Development Phase of the Central City Revitalization Project; minus the Post Office Square Catalyst Project. The Council directed staff to work with the firm of Freedman, Tung, and Bottomley to create an alternative Catalyst Project for the Downtown portion of the project. Michael Freedman conducted another public workshop and presented the Entrance Gateway project, enhanced School Street Improvements, and kiosks as the alternative project to the Post Office Square.

During the workshop, Mr. Freedman received comments and suggestions regarding the Entrance Gateway and kiosks and has since modified the renderings consistent with the public input. Additionally, comments were made regarding the installation of trees and decorative pedestrian lighting on both Pine and Oak streets between Church and Sacramento streets which were not originally a part of the alternative Catalyst Project.

Michael Freeman will present the renderings and the budget for the alternative Catalyst Project which is approximately \$380,000 under the \$3.05 million capital project for the Downtown element of the Revitalization program. Additional elements evaluated include lighting and pedestrian improvements on Pine Street between Sacramento Street and Church Street and Oak Street between Sacramento Street and the public parking lots west of School Street. These would add \$253,000 and \$250,000 receptively to the project budget. Additional pedestrian improvements to the alley between the Penny's and Woolworth buildings would add \$50,000.

APPROVED:

THOMAS A. PETERSON
City Manager



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In addition to the Catalyst Project, the City Council is requested to select bond counsel and an engineering team to begin forming the Assessment District for both Downtown and Cherokee Lane. Agreements for professional services will be brought back to the Council for approval. Bond counsel must be retained as the City Attorney is prohibited from participating in the formation of Assessment Districts. Staff recommends that Tim Hackman of Stockton be retained since he has prior and specific experience with the City of Lodi in creating Assessment Districts.

The engineering team must be created to handle much of the assessment work and to develop construction drawings. Staff recommends that the team be a compilation of experienced professionals led by Freedman, Tung, and Bottomley. The main members of the team would be as follows:

- Baumbach & Piazza (Lodi)
- Cella Barr Associates (Sacramento) and
- Kleinfelder & Associates (Stockton)

In addition, some specialty work such as structural engineering on the Gateway would be subcontracted. The team is a good mix of local firms who have excellent knowledge of local conditions and can provide timely, efficient service, and other firms with experience in this type of special project.

FUNDING: Assessment District and Capital Outlay Fund

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Thos. A. Peterson", with a stylized, flowing script.

Thomas A. Peterson
City Manager

Prepared by: Janet S. Keeter
Economic Development Coordinator

Attachment

FREEDMAN
TUNG &
BOTTOMLEYUrban Design & Planning
District Revitalization
Street & Plaza Design

M E M O R A N D U M

DATE: April 5, 1995

TO: Ms. Janet Keeter, Economic Development Coordinator
City of Lodi

FROM: Michael Freedman

RE: Central City Revitalization - Alternative Catalyst Project Recommendation

The purpose of this memorandum is to focus on the aspect of the Council-approved *Central City Revitalization Program* labelled "Catalyst Project #1." As you know, the Program is a fairly detailed action plan designed to stimulate short-term physical and economic revitalization in the historic center of Lodi. Although most of the program can be implemented exactly as outlined in the Program document approved by the City Council, we have recommended that Council consider changing the Catalyst Project #1 element. Although the first Catalyst Project is only one element of the Program, nothing will likely happen without it. The Catalyst Project provides the dramatic kick-off needed for the Downtown renaissance. It is how the City Council will physically and visibly display their commitment to the district's improvement. And it puts the City out there as the Central City's first investor, while physically setting the stage for the new private investment that the incentive programs are targeted to stimulate.

Since the Cherokee Lane Improvements were approved as part of the overall *Central City Revitalization Program* document, and since corresponding construction costs have likewise been reviewed and approved, we will limit this discussion to Downtown Catalyst Project #1. That is the only element in the original Program that we recommend changing.

Post Office Square

Based on the final meeting with and subsequent response to our proposals by Post Office officials, we recommend that we drop our efforts to build Post Office Square as the centerpiece of the Program. As many participants in the project have pointed out, we could

still pursue a reversal of our regional official's decision. Indeed, we might even be successful. However, based on our experience with large bureaucratic organizations of this type, we do not believe this to be the most productive course. We believe that such an effort - - successful or not - - would delay the kick-off of the Downtown program too long, and would exhaust the community. We fear that such a loss of momentum would put the program's likelihood of full implementation in grave jeopardy. Notwithstanding the attractiveness of Post Office Square, we recommend its abandonment. There are other ways to achieve our objectives, to which we now turn.

School Street Improvements

What We Recommend and Why. As we stated in the *Central City Revitalization Program* document, the primary catalyst project will produce short-term revitalization by concentrating highly visible public investment in an area that contains the greatest likelihood of success. This means School Street - the location of Downtown's best concentration of visible businesses and well maintained building stock. School Street also contains the best current locations for new private investment - the Woolworth, J.C. Penny, and Toggery buildings. We must invest our first dollars in front of those buildings, and do so in a way that creates a place that people will find attractive to stroll and to linger. Downtown does not have such a place at present. Since we do not feel it is any longer practical to create our new pedestrian haven at Post Office Square, we propose to make School Street itself the community's primary public space and the centerpiece of the revitalization effort.

The creation of a linear outdoor "living room" for public activity is not a new idea; it is simply a somewhat forgotten one. At the center of the traditional American town one could always count on finding what was once referred to as "Main Street." Over the past 30 years, Main Street has largely been replaced by commercial strips, malls and business parks. Throughout the country there has been a growing awareness that something is missing in this pattern of development - - that although these locations do contain all the necessary shops and services, they have failed to reproduce the community settings that they have served to destroy. The general yearning for our disappearing Main Streets can be seen in the amazing success of repackaged main street theme parks such as Disneyland's Main Street USA and Citywalk at Universal City. Cities such as Pasadena, Mountain View, Hanford, Pleasanton and Santa Monica have deliberately and skillfully begun to reverse the process of downtown disinvestment by focusing investment along their historic main streets. Given the memorable character of the historic building stock and the concentration of public facilities in Downtown Lodi, this is a viable strategy for its revitalization as well.

In order to transform School Street into a more exciting public space, we must first improve the proportions of the space itself. The space between the buildings feels too wide. The view from the center of the street is dominated by asphalt. We propose to remedy this by planting tall deciduous trees closer to the street's centerline - - placing them in the parking zones. This will create a more intimately scaled volume of space in the street itself, while creating a more generously-proportioned pedestrian space between the new trees and the shops. To

emphasize this effort at night, we propose to uplight the street trees. Since nighttime use will initially be our most promising niche, these uplights are crucial to the street design's success. Finally, to decrease crossing distances, we propose to extend corner sidewalk areas out to the edge of the parking zones. This will require the elimination of the round planters currently located at the corners.

Once the proportions of the street have been improved, we must make the space itself more exciting by adding the lively color and detail always found in the best pedestrian spaces. Thus, decorative street lights in rich colors, benches (wood and metal), decorative planters with floral accents, decorative paving and dramatic decorative kiosks are all proposed. These features have a functional as well as visual aspect: enhanced lighting (brightness and color), pedestrian comfort, and more visible and coordinated advertising of Downtown shops and special events.

Perhaps the best opportunity that comes with the replacement of Post Office Square is the freeing up of resources to make Downtown as a whole more visible to passing motorists. Throughout the community workshops, a recurring theme was the problem that motorists passing by School Street on Lodi Avenue remain unaware of the location of Downtown. We propose to remedy this situation by placing a dramatic Downtown Gate at the intersection of School Street and Lodi Avenue. The Gate will not only advertise the presence of Downtown, it will make it very difficult for motorists *not to enter* the district. And it will create the most visible message possible that a renaissance is happening in Downtown Lodi. The key to designing such a prominent landmark is to make the Gate a lasting image of quality, and one that epitomizes the unique character of the City.

If all this sounds like hype, it is - - in part. The business of Downtown revitalization - - just like the business of property development - - is to generate interest and build a momentum for continuous new investment in a newly changing area. Public improvements combined with incentive programs, improved land use regulations, a streamlined approval process and highly visible City support for revitalization have the power to convince private investors that now is the time and Downtown is the place to invest. Once this begins, the investment makes it true. Thus, the public improvements must not be seen as a stand-alone project, but as the leading edge of a *program*. Then the reality supporting the hype will have some real muscle. That, anyway, has been our secret to success.

The Community's Response. Our recommendations for a new Catalyst Project #1 were presented to the community in a public workshop on February 8. It was held in the City Council Chambers, was very well attended (standing room only) and locally broadcast. The response to the design recommendations was overwhelmingly positive. The idea of new street trees (including removing the old ones) in the parking zone, the uplights, the new streetlights, and corner bow-outs all received strong, though not unanimous, support. The Public Works director sounded a wary note regarding maintenance costs - which is entirely correct. The redesigned street will cost significantly more to maintain. There was also a

gentleman who was extremely unhappy that initial public expenditures were not being made along Sacramento Street instead.

The community workshop participants strongly recommended one significant addition to the area covered by the design. The recommendation was to extend decorative street lighting along Pine Street for one block on either side of School Street. We felt that this was a good idea if funding would allow its implementation. Other add-on locations discussed included Oak Street between School Street and the new transit center, and beautification of the alley between the Woolworth and J.C. Penny buildings. These improvements would also support the revitalization effort, and we were subsequently directed by City Staff to prepare cost analyses for all of these potential add-on areas for City Council review.

Designs for the Downtown Gate and for the matching kiosks were presented separately. Discussion on the Gate design dominated the evening. The message was clearly that the overall concept of two monumental arches - finished in orange/gold brick and designed to reflect Downtown's more memorable buildings - supporting a trellis embellished by grape vines was a good one. The discussion was quite lively, however, regarding specific modifications to the trellis aspect. Everyone agreed that the trellis was not strong enough in the initial design. Some felt that the trellis should bear the name "Lodi" or Downtown Lodi", although the majority seemed to feel that this was not necessary. Suggestions for modification ranged from adding two more domes (along the trellis itself) to modifying the form of the grapevines. Overall, there was clearly sufficient workshop support for the basic design as well as sufficient input as to detail modifications to the Gate, to take the final design proposal directly to the City Council for review. Over the past month and a half, we have prepared design modifications that are consistent with the workshop input (We have also prepared cost analyses - see below).

Construction Cost. The construction budget for initial Downtown improvements established by the City Council in the *Central City Revitalization Program* document is \$3.05 million (bid price). Subsequent to positive response to our design by City Staff, task force members, and community workshop participants, we prepared a cost analysis of the design proposal. The cost to implement our proposed design is estimated at \$2,908,000. In addition to this figure, we have prepared, at City Staff's direction, construction cost estimates corresponding to potential add-on elements originating in the community workshop. Our estimate of the construction costs for these add-on options would be as follows:

Pine Street - Sacramento to Church (lights, benches, trash receptacles and corner bow-outs):	\$253,000
Oak Street - Transit Center to School Street:	\$250,000
Alley Improvements (between J.C. Penny & Woolworth bldgs):	\$ 50,000

Timing. At this point, we feel the crucial issue is speed. With the *Central City Revitalization Program* approved, the public side of the funding in place, and the private side of the funding in the works, it is crucial to move as quickly as possible to create visible change in the district. We recommend that once a final decision is approved by the city Council, that the City work toward completing Catalyst Project #1 (along with the Cherokee Lane Improvements) within a year. In the meantime, the remainder of the Program can be put in place and the marketing effort begun.

Capital Improvements Summary Table (Draft 4/5/95)
CENTRAL CITY REVITALIZATION PROGRAM
City of Lodi

School Street Construction Cost

Item Description (Lodi Ave to Locust; Quantities Per Conceptual Design)	Estimated Quantity	Units	Unit Cost	Total Cost
Pedestrian-Scale Street Lighting @ 60' O.C.	64	ea	\$5,000.00	\$320,000
Parking Zone Street Trees @ 30' O.C. (incl. irrig., 36" box tree, uplighting, curbed well, patching, etc.)	101	ea	\$2,400.00	\$242,400
Misc. Demolition/Patching/Removal of Existing Trees	0	ea	\$0.00	\$0
Benches (@ 150' +/-)	75	ea	\$300.00	\$22,500
Trash Receptacles (@ 150' +/-)	34	ea	\$1,500.00	\$51,000
Post Office Frontage/Mini-Plaza (allowance)	34	ea	\$1,200.00	\$40,800
Custom Kiosk (allowance)	1	ea	\$100,000.00	\$100,000
Kiosk Custom Art/Posters (allowance)	5	ea	\$5,000.00	\$25,000
Sidewalk Planter Pots	5	ea	\$35,000.00	\$175,000
Sidewalks Repaving	68	ea	\$750.00	\$51,000
Entrance Gateway @ Lodi Avenue (allowance)	49,500	sf	\$8.00	\$396,000
Corner Bow-Outs (incl demo turrets/storm drain mods.)	1	ea	\$550,000.00	\$550,000
	20	ea	\$12,500.00	\$250,000

Total Construction Cost \$2,223,700

Total Incl. 20% Contingency \$2,668,440

Cost Estimate per Revit Program = \$3,050,000

Pine Street Construction Cost

Item Description (Pine Street 600 lf x 2 = 1,200 lf)	Estimated Quantity	Units	Unit Cost	Total Cost
Parking Zone PedestrianStreet Lighting @ 50' O.C.	26	ea	\$6,000.00	\$156,000
Benches (@ 150' +/-)	0	ea	\$1,500.00	\$0
Trash Receptacles (@ 150' +/-)	4	ea	\$1,200.00	\$4,800
Corner Bow-Outs (incl demo turrets/storm drain mods.)	4	ea	\$12,500.00	\$50,000

Total Construction Cost \$210,800

Total Incl. 20% Contingency \$252,960

Oak Street Construction Cost

Item Description (Oak Street - 1 block; 300 lf x 2 = 600 lf)	Estimated Quantity	Units	Unit Cost	Total Cost
Pedestrian-Scale Street Lighting @ 60' O.C.	18	ea	\$5,000.00	\$90,000
Parking Zone Street Trees @ 30' O.C. (incl. irrig., 36" box tree, uplighting, curbed well, patching, etc.)	34	ea	\$2,400.00	\$81,600
	0	ea	\$0.00	\$0
Misc. Demolition/Patching/Removal of Existing Trees	30	ea	\$300.00	\$9,000
Benches (@ 150' +/-)	0	ea	\$1,500.00	\$0
Trash Receptacles (@ 150' +/-)	2	ea	\$1,200.00	\$2,400
Corner Bow-Outs (incl demo turrets/storm drain mods.)	2	ea	\$12,500.00	\$25,000

Total Construction Cost \$208,000
Total Incl. 20% Contingency \$249,600

Cherokee Lane Construction Cost

Item Description (Cherokee Lane 13,150 LF X 2 = 26,300 LF)	Estimated Quantity	Units	Unit Cost	Total Cost
Median Demolition	49,500	sf	\$2.25	\$111,375
Median Trees - 24" Oaks or Walnuts @ 40'	124	ea	\$800.00	\$99,200
Median Treatment - Turf, DG, Bollards (allow)	49,500	sf	\$2.50	\$123,750
Existing Median Upgrades	1	ea	\$20,000.00	\$20,000
Street Lighting - Holophane "Esplanade" @ 120'	180	ea	\$6,000.00	\$1,080,000
Frontage Street Trees (not incl.)	0	ea	\$0.00	\$0
Line not Used	0	ea	\$0.00	\$0

Total Construction Cost \$1,434,325
Total Incl. 20% Contingency \$1,721,190

Subtotal all Projects \$4,076,825
Design Contingency (20%) \$815,365
Total Cost All Projects \$4,892,190

Total Budget Est per Revit Program \$4,800,000

Net Budget Minus Cost (\$92,190)

School St and Cherokee Lane Only \$4,389,630



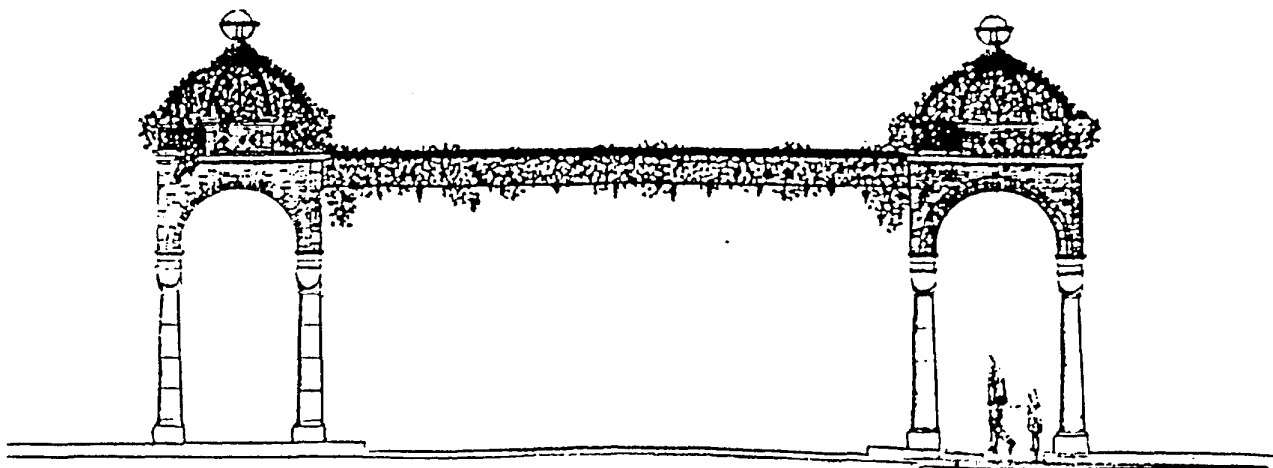
DOWNTOWN REVITALIZATION

SPECIAL CITY COUNCIL MEETING

Wednesday April 12, 1995 7:00 p.m.
Carnegie Forum

Topics

Michael Freedman of Freedman, Tung & Bottomley Design Firm, will present the final Catalyst Project to the City Council which will conclude the Concept Development Phase of the Central City Revitalization Program. The Catalyst Project will include the Gateway at School Street and Lodi Avenue, enhanced School Street Improvements, and the optional lighting and trees on both Oak and Pine Streets. In addition to Michael Freedman's presentation, City staff will also request the City Council approve retaining the services of bond counsel and an engineering team to begin the Assessment District formation.



Gateway Arch Concept

SCHOOL STREET DESIGN IMPROVEMENTS

Any questions regarding this meeting should be directed to Janet Keeter or Michael Quiaoit (333-6700)